Taking Action Through Public Policy

A Focus on Health and Environment Issues

Public Policies shape our daily lives
2002

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Canada

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Copying

Charities and non-profit groups are welcome to make copies of this workbook. A print and web version of this workbook is available in French and English. Call 1-800-663-5755 for more details. Or visit the Environment Canada's Community Programs website at www.atl.ec.gc.ca/community/ and click on Resources.

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00 | Preface

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A number of NGO partners from Atlantic Canada worked with CAP to develop this workbook, host Train-the-Trainer workshops, and deliver community workshops.

Thank you to:

NGO Working Group members:

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- Environmental Coalition of Prince Edward Island
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- Mouvement Acadien des Communautés en Santé du Nouveau-Brunswick
- New Brunswick Environmental Network
- Nova Scotia Environmental Network
- Rural Communities Impacting Policy
- Union of Nova Scotia Indians
- Women's Health Network of Newfoundland and Labrador

NGO Community Workshop Trainers/Advisors:

- ACAP Cape Breton
- The Adventure Group
- Atlantic Policy Congress
- Bathurst Sustainable Development
- Bayers Westwood Family Resource Centre
- Le Centre Bénévolat de la Péninsule acadienne Inc.
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- Citizens Coalition for Clean Air
- Climate Change Centre - Clean Nova Scotia
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- Community Recycling and Waste Management
- Conservation Corps of Newfoundland
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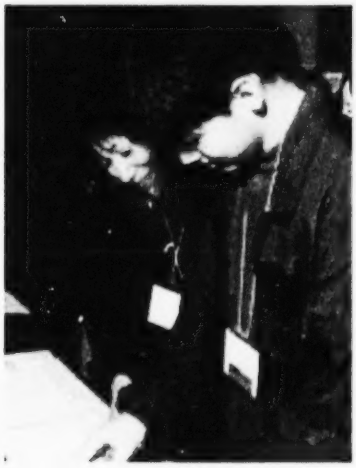
- Digby County Family Resource Centre
- East Preston Farmer's Association
- Eastern Shore Forest Watch
- Falls Brook Centre
- Fédération acadienne de la Nouvelle-Écosse



- La Fédération des parents francophones de Terre-Neuve et du Labrador
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- New Brunswick Partners in Agriculture
- Newfoundland and Labrador Women's Institute
- PEI Senior Citizen's Federation
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- SmartLabrador
- La Société Saint-Thomas-d'Aquin de l'Île-du-Prince-Édouard
- Southeast Environmental Association
- Union of New Brunswick Indians
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- Women's Network PEI
- Women's Place Resource Centre
- YMCA Fredericton
- Youth Action Group - Symbiose, STU/UNB Student Environmental Society, Blue-Green Society

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Introduction | 01

Why public policy?

Significant social change can be achieved through good public policy. One effective federal government policy, for example, required the removal of lead from gasoline; this has had far-reaching and positive impacts on human health and the environment. An educational program urging motorists to choose unleaded gasoline would not have had the same impact because compliance is voluntary. Of course, education is often a crucial step in paving the way for public support of new policies.

"The need to strengthen policy capacity has become a central issue in Canada's federal public service. This is due to two major challenges:

- The policy environment is becoming increasingly complex, requiring greater co-operation.
- In recent years, policy development has become more reactive than proactive, resulting in a weakened capacity to deal with longer-term strategic issues." [1]

In order for Canadian society (e.g. individuals, the voluntary sector, government, industry) to make individual, community, and nation-wide choices that contribute to a healthy future, we need to build collective capacity to make wise public policy decisions.

This workbook provides basic information on public policy in the context of health and environment issues. It was developed to accompany a two-day, train-the-trainer workshop for approximatley 40 nonprofit organizations in Atlantic Canada. Each of these organizations, in turn, delivered a one-day workshop reaching 40 communities.

We need to build collective capacity to make public policy decisions.

02 | Interconnected Health and Environment Issues

Question:
Why care about the links between health and the environment?

Answer:
Because the environment directly affects our health.

At first glance, it may appear that the environment affects health through environmental contaminates only. However, further examination of some of the links shows that the environment also affects socio-economic factors like income.

How? Here are a few examples:

1. Fewer jobs are lost in resource-based economies with stable ecosystems.
2. Tax dollars are used more effectively and can be spent in areas such as health care if they are not used to clean up environmental problems such as abandoned waste sites.
3. Ground-level ozone and carbon monoxide produced through energy production and consumption affects respiratory and cardiovascular health.
4. Reduced hospital admissions and physician visits result from cleaner air, water, soil, and food.
5. Water-borne diseases are decreased with reduced non-source and point-source pollution such as sewage run-off.
6. Reduced persistent organic pollutants in the environment are associated with decreases in illnesses such as cancer.

According to a public opinion poll, 72% of Atlantic Canadians, as compared to 65% of Canadians overall, believe their health is affected by environmental problems (Environics, 2000-3).

links between
Health & Environment
water-borne diseases & water pollution
unemployment & depletion of natural resources
cancer & pesticides
food security & land use planning
asthma & vehicle emissions

Interconnected Health and Environment Issues | 03

Why work together on the issues?

By working together, we can contribute to sustainable development. Understanding the connections between health and the environment is an interdisciplinary exercise. It requires the background of individuals and organizations in both the health and the environment sectors. The health sector brings an understanding of the human body and human behaviour. The environment sector brings an understanding of the effects of human behaviour on ecosystems and species, which are often indicators of human health. By working together, a better understanding of the problems and solutions is created.

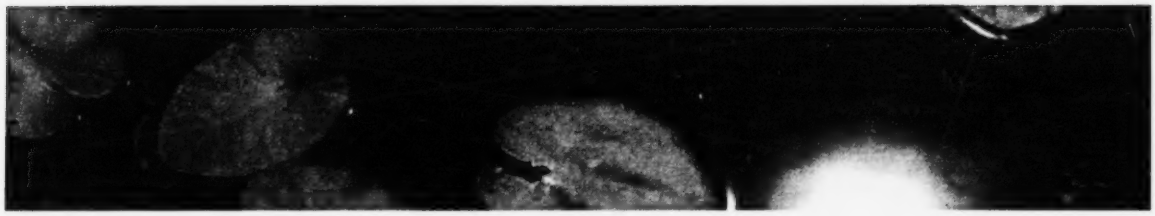
By working together, we can contribute to sustainable development.

Water Primer

A primer on water is included on the following page. The information in the primer highlights the links between human health and the environment as it relates to water quality issues. The primer provides a context for the case study analysis that was used in the workshop.

Tip: For more information on the interconnections between human health and the environment, visit the Community Animation Program website at www.ns.ec.gc.ca/community/home.html or call toll-free 1-800-663-5755.

04 | Water Primer



What is water and how does it become contaminated?

Water is a simple molecule made up of two hydrogen atoms and one oxygen atom. It covers more than 70% of the earth's surface, and it is the principal ingredient of all life. To remain in good health, we need to consume approximately two litres of water each day through drinking and eating.

An important property of water is its ability to dissolve other substances. Pure water does not exist in nature. Water is always found to contain contaminants of both natural and manufactured origins. Natural contaminants from sources such as rocks and soil include minerals; metals such as arsenic and lead; radioactive compounds such as radon; and organisms such as E.coli.

Pure water does not exist in nature, water is always found to contain contaminants of both natural and manufactured origins.

There are different routes by which people come into contact with contaminants in water including drinking it, absorbing it through the skin, inhaling airborne droplets or vapors while showering, and eating food contaminated by water-borne pollutants.

The development of water and wastewater (sewage) treatment; drinking-water guidelines produced by Health Canada; public-health practices; and education have resulted in Canadians suffering far fewer water-related illnesses than people in many other countries.

However, not all communities have water or wastewater treatment facilities. Of those that do, not all systems are functioning well. For example, 55% of Atlantic Canadians are served by wastewater treatment facilities compared to 97% of Canadians nationally. Wastewater problems can result in contaminated drinking water, closure of shellfish areas for harvesting, and a decrease in tourism.

Health Effects of Poor Water Quality

Water is the most important substance on earth as it sustains all living things.

Drinking Water

- Fecal coliform in drinking water indicates that it is unsafe due to contamination by human and/or animal waste. Fecal pollution often contains disease-causing bacteria, protozoa and viruses. The onset of illness can be very rapid after having consumed contaminated water. Some of the symptoms are abdominal pain, cramps, diarrhea, nausea, vomiting, and fever, which usually persist for days. The loss of fluids, especially in children and the elderly, can become life threatening.

- A virus is a very small infectious agent that takes over the machinery of a host cell to generate many more viruses. There are plant, livestock, insect, human and even bacterial viruses. Not all viruses can survive in water; however, viral diseases typically associated with the gastrointestinal tract use water as a vehicle for infection.

  Hepatitis A virus has been shown to survive as long as three months in sewage. Symptoms include an abrupt onset of fever, lack of energy, loss of appetite, nausea, stomach discomfort, dark urine and jaundice. There are approximately 1.3 reported cases of Hepatitis A per 100,000 people in Canada. It is suspected that the true incidence of infection is underestimated as a result of under-reporting.

Not all viruses can survive in water; however, viral diseases typically associated with the gastrointestinal tract use water as a vehicle for infection.

- Parasitic protozoan are microscopic, one-celled organisms. You will find them in drinking water because of poor sewage-management practices. The protozoa move from the intestines to feces in the sewage and then into the drinking water. "Beaver Fever" is caused by Giardia lamblia. Symptoms include diarrhea, fatigue and weight loss. Giardiasis is contracted by drinking water contaminated with cysts.

  Large, water-borne outbreaks with infection rates in daycare centres as high as 60% have been associated with Cryptosporidium. This protozoan is often associated with abdominal pain, diarrhea and weight loss.

- Heavy metals and chemicals can cause water contamination as well. Heavy metals such as lead and arsenic can occur naturally or through human created processes. Synthetic chemicals such as endocrine disrupters have the potential to disrupt the balance of the endocrine system. Since the endocrine system is involved in such critical functions as basic metabolism and reproduction, interference with endocrine functions, especially during certain phases of the life cycle, can cause damaging effects.

Recreation

- Water recreation is an important aspect of almost everyone's summer vacation. Have you ever considered whether or not the water is safe for recreational activities?
- There are illnesses associated with swimming in contaminated waters. Gastrointestinal upset, and eye, ear and skin infections (swimmers' itch) are twice as likely to affect swimmers as compared to non-swimmers.
- Swimmers itch is an unpleasant, itchy rash caused by the larvae of a parasite called Schistosomes. Symptoms usually last four to five days, although they can persist up to two weeks.

Fisheries

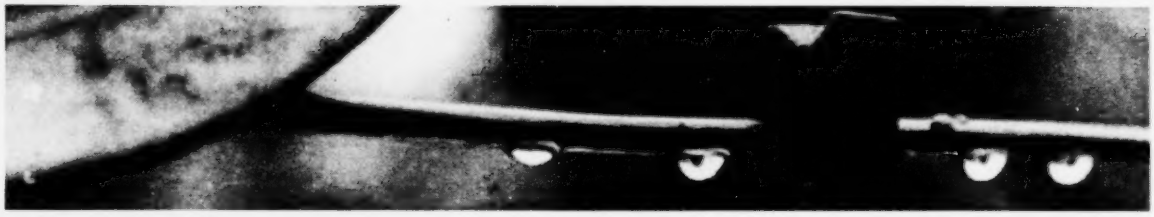
If the health of the ocean is affected by contamination, human health is directly affected as well.

- If the waters become contaminated any food source derived from that area will be unsafe for consumption. Therefore, the fisheries resource will deplete, and in turn, there will be a rise in unemployment, which adversely affects human health.
- Environment Canada does comprehensive shellfish surveys of the coastline to determine if areas should be opened, closed, conditionally closed or unclassified. This information is given to Fisheries and Oceans Canada, which is responsible for opening and closing an area. It enforces the closed areas.

Chemicals affect the look and taste of water, but more seriously, they cause genetic and physical distress to fish and wildlife.

The amount of toxic chemicals entering our waters from industry, agriculture and residences is also of concern. Chemicals enter our waters either through seepage or runoff. Seepage occurs when chemicals soak through the earth into the groundwater. Runoff occurs when chemicals are washed into bodies of water from the land or from the air.

Chemicals affect the look and taste of water, but more seriously, they cause genetic and physical distress to fish and wildlife. In even very small amounts, some chemicals are toxic to plants, animals and humans. Two examples of toxic substances are pesticides and polychlorinated (bi) phenols (PCBs and PCPs). Pesticides are used in farming, forestry and gardening. PCBs are found in older electrical transformers, though they are not used for new installations. Finally, PCPs can be found in wood preservatives. Due to their toxicity and persistence, all three substances can be harmful to human health and the environment.



There are various studies worldwide looking at the links between exposure to pesticides, PCBs and PCPs, and cancer. Initiatives are also in place in some areas to reduce or even eliminate pesticide use on residential and municipal lands. One good example is the Halifax Regional Municipality (HRM), which recently passed a city by-law. Information about HRM's pesticide by-law can be found at: www.region.halifax.ns.ca/pesticides/index.html. The Coalition for Alternatives to Pesticides provides information on by-laws in Quebec including details of the recent victory of Hudson, Quebec to uphold their pesticide by-law. www.cap-quebec.com/municipalites.html. Sierra Club of Canada highlights sample by-laws from across the county. www.sierraclub.ca/national/pest/index.html

There is also a link between water and climate change. The earth's population is steadily increasing demanding more water and stressing existing resources. In addition, there have always been floods and droughts resulting from natural climate variability.

There is a link between water and climate change, the earth's population is steadily increasing demanding more water and stressing existing resources.

The actual impact on the environment due to climate change is uncertain, but research shows that there will probably be a rise in sea level of 50 to 100 centimetres above current levels. There are also indications that the present mid-latitude rain belt will shift northward; snowmelt and spring runoff will occur earlier than they do now; evapotranspiration, the return of moisture to the air through both evaporation from the soil and transpiration by plants, will be greater; and the interior continental regions across the northern hemisphere will, in general, experience drier summers.

(The Water Primer was developed with information from
Clean Annapolis River Project - Water Issue Fact Sheets.
www3.ns.sympatico.ca/c.a.r.p/,
Health Canada's "Health and Environment: Partners for Life," 1997
www.hc-sc.gc.ca/ehp/ehd/catalogue/general/97ehd215.htm,
and Environment Canada's website, www.ec.gc.ca
All information is available in French and English.

Please note: This and other documents on water issues are available from the Community Animation Program by phoning 1-800-663-5755).

08 | What is Public Policy?

Definitions

Public: "Relating to or affecting all the people or the whole area of a nation or state." (Webster's Ninth New Collegiate Dictionary)

Policy: "A definite course or method of action selected from among alternatives and in light of given conditions to guide and determine present and future decisions." (Webster's Ninth New Collegiate Dictionary)

Public policy: There are many definitions of public policy. Here we use the definition suggested by Stephen Brooks in Public Policy in Canada: "Public policy is the broad framework of ideas and values within which decisions are taken and action, or inaction, is pursued by governments in relation to some issue or problem." [2]

Public policy is the broad framework of ideas and values within which decisions are taken and action, or inaction, is pursued by governments in relation to some issue or problem.

Brooks' definition has several important elements:

1. "...broad framework of ideas and values...."

Public policy should reflect the underlying values of society. One of the main challenges is to be able to identify those values, especially when diverse and sometimes opposing values are held by different sectors of society. Public policy development involves setting priorities and making trade-offs between values.

2. "...decisions are taken...."

Policy is not an abstract concept. It is about making decisions that offer solutions to a problem or resolution of an issue that is of importance to society.

3. "...action or inaction is pursued by government ...."

Public policy is put in place through specific actions including legislation, regulation, and programming. The decision not to do something is also a policy decision.

Some examples of public policies include those related to improving the links between environment and health such as pesticide by-laws (municipal), environmental policy statements and principles (band), smoke-free buildings (provincial), and the banning of lead from gasoline (federal).

When thinking about public policy...
it is important to recognize the very broad context in which it exists in Canada. This includes federal/national policy, which generally applies to all of Canada; provincial/territorial policy applying to each province or territory; band policies which apply to First Nation communities; municipal/local policy, which ranges from governance and management of our largest cities to our smallest villages and towns; and situations in which authority and accountability are delegated to organizations such as school boards, health boards, water authorities, crown corporations and other agencies.

"Policy making is a core function of government, central to a country's political and economic life." [3] Groups of citizens, non-government organizations (NGOs), industry, and academia have a significant but varying level of influence, knowledge and/or interest in a public policy topic.

It is important to recognize the very broad context in which public policy exists in Canada.

Public policy activation

The need for public policy development may come from a number of sources. Some policy processes are activated as a response to issues and factors that emerge with little warning from the internal or external environments, such as:

- responding to crises or emergencies
- reacting to decisions by other governments or departments
- building media attention (generally adverse)
- meeting stakeholder/public concerns
- allocating resources

Example: Students, teachers, and parents protested over the poor air quality in their school that caused rashes, headaches, and dizziness. A provincial policy was implemented to have bi-annual air quality testing of schools to identify problems in the beginning stages.

Other policy processes are activated by a longer, more deliberate process of on-going scanning of social, political, environment and health factors and identifying potential issues that may reach the policy agenda. **Example:** A national ban on lead shot was introduced in 1999 because of citizen interest and participation and research indicating that 250,000 waterfowl died each year from eating the pellets. The pellets were also a threat to humans eating wildlife that had ingested the lead shot.

Policy issues can be divided into two categories: those that are already on the public policy agenda and those that are not.

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If an issue of importance to a community is already on the public policy agenda, it means the issue has sufficient profile to be "on the radar" of decision-makers, and a formal policy development process is likely to be in place. Then the job of the community is to become an effective player in the policy development process. **Example:** Public consultations on a new municipal transportation strategy are announced. Sunbright Daycare has prepared a written and oral submission on the need for bike and walking paths to decrease respiratory problems linked to air pollution.

If a community issue is not on the public policy agenda, the job of the community is to inform and educate the public, other potential stakeholders and decision-makers, and take other steps to raise awareness and get the issue on the public agenda. **Example:** GreenTree set up a meeting with staff and politicians with federal, provincial, municipal and bands representatives in the local area. They presented findings on a community-based research project on sustainable forestry. They complemented their science-based information with polling information prepared by a professional pollster that polled citizens in aboriginal and non-aboriginal communities.

Some policy issues may be passed in principle but may lag in the implementation stage. Some policy makers may be a catalyst for converting issues into commitments; however, a policy option may never be implemented for a variety of reasons such as lack of resources devoted to implementation or a change of government. What can NGOs do? The public agenda is a strong force that policy makers take their cues from. At this time, it may be strategic to raise the profile of the issue with the public and government players.

Gerston, author of Public Policy Making: Process and Principle, [4] suggests that an issue will appear and remain on the public policy agenda when it meets one of the following three criteria:

- scope (a significant number of people or communities are affected)
- intensity (the magnitude of the impact is high)
- duration (it has been an issue over a long period of time)

The public agenda is a strong force that policy makers take their cues from.

12 | What is Good Public Policy?

There are a number of factors that may be considered during policy development. In the end, these factors will be used to judge whether the result is good public policy. They are:

1. **Public interest:** What is in the best interest of society as a whole?
2. **Effectiveness:** How well does a policy achieve its stated goals?
3. **Efficiency:** How well are resources used to achieve goals and put a policy in place?
4. **Consistency:** What is the degree of alignment with the broader goals and strategies of the government and with constitutional, legislative and regulatory regimes?
5. **Fairness and Inclusion:** How does the policy increase inclusion of all members and sectors of society? This may link directly to consideration of the public interest. Does it create disadvantages for some and not others?
6. **Reflection:** What other values of society and/or the community, such as freedom, security, communality, choice, and privacy, are reflected in the policy?
7. **Sustainability:** Is there a balanced and mutually supported relationship between environment, health, society, and the economy?

There are a number of factors that may be considered during policy development.

If a public policy has met these criteria above, it should be:

- **Socially acceptable.** Citizens will feel that the policy reflects their values, such as fairness and equity, consistency, justice, and compassion.
- **Politically viable.** The policy will have sufficient scope, support, and financial viability so that elected officials are comfortable with the decision.
- **Technically correct.** The policy will meet scientific and technical criteria that have been established to guide or support the decision.

While all of these factors are important to community groups wanting to influence public policy, two factors are of greatest importance:

- the extent to which the final policy addresses the specific needs and concerns of the community; and
- the extent to which the community had meaningful opportunity to influence and participate in the policy development process. [5]

What is Good Public Policy Process? | 13

The following are some general guidelines for assessing an organized policy process where the government invites community participation such as through a public consultation or citizen engagement process. **Consideration of these factors may assist you and your organization in deciding whether you want to participate in the process.**

1. **Problem Definition:** The situation has been well analyzed and the problem well defined. The problem definition is valid from the community perspective. Information has been gathered from a variety of sources. The context has been explored and critical factors identified. Areas in which decisions have already been made are clearly stated, and those areas that remain open to discussion are identified.

2. **Inclusion:** The process is inclusive - all of the appropriate parties have the opportunity to be involved. Involvement starts early, and participants have input into the design of the process. Involvement opportunities are available for individual citizens as well as community groups and organizations. Also, for federal and some provincial and local governments, certain considerations are made to respect specific constitutional rights. This includes, for example, providing services in French and English as part of the Official Languages Act or respecting negotiated consultation agreements with Aboriginal organizations as part of the federal government's responsibilities.

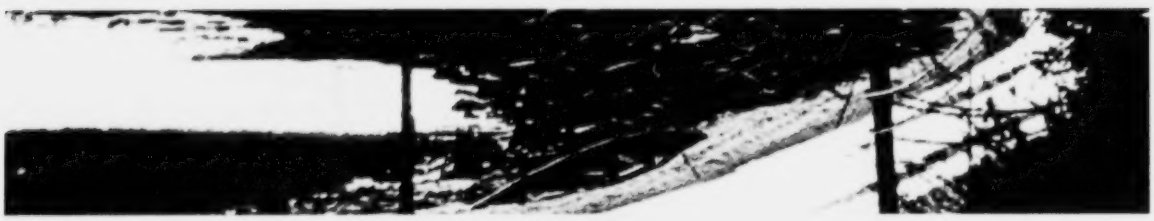
3. **Representation:** When access is limited or selective, representation balances critical factors. Criteria for inclusion/exclusion should be clear and openly communicated. (Sponsors generally consider a range of factors such as size of group membership, history and experience in previous processes, extent to which group members may be affected by or are interested in the outcome, ability to speak for members, and capacity and resources.)

4. **Resources:** Financial support is provided to community groups that lack sufficient funding to participate. Sufficient resources are also allocated to design and implement the most appropriate process.

5. **Information:** Full information about the problem as well as the process is provided as early as possible. It is clearly written and presented in a way that makes it accessible to diverse and individual styles, abilities, and levels of knowledge. It is unbiased and presents a full range of views and interests. When possible, in-depth information is provided.

Consultation can occur at various points in the policy development process.

14 | What is Good Public Policy Process?



6. **Open Process:** Flexibility is critical - the process must meet specific needs while remaining fair and consistent. Diverse views are heard, and the process must provide safe and respectful opportunities to present them.

7. **Methods:** The techniques used at each stage in the process should be appropriate to the process and the participants. For example, access to printed material and people (not just the internet) for providing comments in a public consultation may be important. While government often determines methods in advance, it should be open to suggestions from participants regarding the use of other methods that will enhance the participation ability of individuals and groups.

8. **Impartial analysis and facilitation:** Outside agencies, institutes, and universities are engaged to assist in conducting and analyzing consultations. Professional facilitators or mediators are used to assist with the process.

9. **Time:** The process provides sufficient and convenient times for community groups to be involved.

Consultation includes processes such as advisory committees, policy conferences or public meetings.

10. **Intent to Implement:** A clear outline and schedule of how the policy will be implemented is described.

11. **Evaluation:** Various perspectives must be included such as those of citizens and community participants, as well as decision-makers and the process team. The criteria for evaluation should be developed and communicated early in the process.

12. **Feedback:** The feedback process is clearly described at the outset. Documentation is maintained at all stages and is made available to participants. Those who were consulted are debriefed on how final decisions were made and why recommendations were accepted, rejected or modified.

What is Good Public Policy Process?

While a great deal of time and energy is spent discussing, preparing for, and working within the policy development process, it is important to keep in mind that participation in the process is a means, not an end in itself. Understanding the process, building and maintaining productive relationships, and working with others in a collaborative manner are essential elements of good process participation. Effective participation requires that eyes are on two things at the same time - the ultimate goal the group wants to achieve and the sound relationships they want to build and maintain as they work with others.
(references *6, 7, 8, and 9* refer to the proceeding list)

Participation in the policy development process is a means, not an end in itself.

"Government Consultation processes are when the governments seek the views of individuals or groups on policies, programs or services that affect them directly or in which they have a significant interest. Consultation can occur at various points in the policy development process and can be used to help frame an issue, identify or assess options and evaluate existing policies. Consultation includes processes such as advisory committees, policy conferences or public meetings, 1-800 numbers, websites, polling and focus groups.

Government Citizen Engagement processes are when the governments seek to encourage in-depth deliberation and reflection on issues at the early stages of a policy process, when the focus is on the values and principles that will frame the way an issue is considered. Citizen engagement approaches include study circles, deliberative polling, citizen juries, search conferences and public dialogue." [10]

16 | Who are the Policy Players?

In this section, the policy players are grouped into six general areas: citizens, volunteer and not-for-profit organizations, business and industry, academia, the media, and government. The government section is quite large as it is broken into federal, provincial, territorial, local, and Aboriginal governance.

Citizens

Citizens constitute the basic fabric of society. They are who public policy is developed for. Citizens have legal rights identified in documents such as the Canadian Constitution and the Bill of Rights. Citizens determine who is elected as political representatives in government systems. They can be engaged in participating in "civil society" in a number of ways such as by voting, participating in informal networks, or belonging to voluntary associations.

Volunteer and not-for-profit organizations

The members of volunteer and not-for-profit groups have a shared view or interest. One benefit of an association is to be able to more effectively voice interests or concerns within the policy development process. Groups may be interested in issues relating to health, education, environment, recreation or other social agendas.

One benefit of an association is to be able to more effectively voice interests or concerns within the policy development process.

Communities represented by volunteer and not-for-profit organizations may be of several types such as geographic communities who are collections of individuals living in the same place and communities of interest who are groups of individuals with common needs, views or concerns.

Given the complexity and diversity of our society today, even at the level of small, rural communities, it may be difficult for a group to make exclusive claim to community representation.

There may be a number of organizations from a single community that will participate on their community's behalf. Elected members of local government may sit at the same table with citizens, representatives of churches, businesses, and other groups who represent various sectors and interests.

In some situations, community organizations have a formalized role established with government. They may provide services that are usually provided by a level of government such as social planning. An example of this is the role of official language minority community organizations.

Who are the Policy Players?

Throughout Canada, francophone communities have a unique layer of community organizations by virtue of their official-language minority status.

The Department of Canadian Heritage negotiates and manages agreements with official language minority communities as part of the Government of Canada's commitment to promote linguistic duality within Canadian society. In Atlantic Canada, the official-language minority communities are Francophone and Acadian communities. In New Brunswick, the provincial laws on languages recognizes equal status of both linguistic communities.

The francophone community in each province designates one provincial organization to represent the voice of their community to the Department of Canadian Heritage on language issues. This provincial body is charged with drawing up a single and comprehensive development plan for the francophone community as a whole in the province.

These organizations have strong regional presence. Their networks of members generally encompass community-school councils, economic development organizations, youth groups, women's groups, seniors' groups and other community-based organizations, all of them working collectively to ensure the vitality of their communities and their culture.

The structure of these organizations, their ability to mobilize the population and their close relationship with government partners makes them key players, especially with regard to policies affecting official language minority communities in Canada.

A healthy economy is seen by many as the vehicle through which healthy communities are built and maintained.

Business and industry

This category includes those groups, organizations and corporations whose concerns are primarily economic, i.e. their primary purpose is to make a profit for their owners/shareholders. This category may involve small business, privately held companies, Crown corporations, and associations that represent those in the sector (e.g. the Canadian Federation of Independent Business, the Canadian Association of Petroleum Producers, and chambers of commerce).

18 | Who are the Policy Players?

A healthy economy is seen by many, including politicians, as the vehicle through which healthy communities are built and maintained; economics is one of the key health determinants. This view may affect the way decision-makers see the sector and its level of influence in the public policy process.

Academia

This category includes research institutes, think tanks, individual researchers, and institutions of higher learning. Academics and private-institution researchers may be seen as having broad, non-partisan views (although research can certainly be affected by personal views). Think tanks and research institutes are often described as having one or another political leaning (e.g. right-wing perspective, small "l" liberal views).

In general, there is a potentially significant role for the academic/research component of the policy community. Their analysis is often valued both by government and other sectors as a source of information, perspective and opinion.

The media does not always capture the public's attention, but they play a substantive role in the agenda-setting process for public policy.

Media

There are numerous examples of how the media places issues on the public agenda from breaking stories of trihalomethane (THMs) levels in Newfoundland and Labrador to reporting on fish kills in PEI. Media reports affect the general public and policy players. "Dependence on the media for spreading (issues) to the larger public increases with the expanding scope of conflict ... Arousal feeds on itself and tends to snowball. When the media takes an interest in a situation, they usually follow up on it, generating greater and greater attention and concern." [11]

The media does not always capture the public's attention, but they play a substantive role in the agenda-setting process for public policy. Mainstream and alternative media sources exist and depending on the policy question may present quite different information and editorials. It is good to take a critical look at the quality of all information sources.

Government

Understanding how government works can save groups time by helping them to identify players who have decision-making power in a given situation.

It is helpful in understanding the structure of government to know:
a) which governments are involved with a particular issue or policy
b) what departments are involved with an issue or policy
c) which elected officials are involved
d) what committees are involved, and
e) what formal processes are available for input from NGOs.

For example, a federal policy may be drafted in the public service and go to the departmental minister. It then may be reviewed by central agencies such as the Privy Council Office and the Ministry of Finance before proceeding to Cabinet, the House of Commons, and the Senate. An NGO could be involved in discussions or provide comment at each step of this process formally through a public consultation process or a parliamentary committee hearing and informally by meeting with involved public servants.

Understanding how government works can save groups time by helping them to identify players who have decision-making power in a given situation.

Powers and responsibilities

The Constitution Act, 1867, sets out a framework for government roles including discussion on the responsibility for federal and provincial governments; revenue, debts, assets, and taxation; and other miscellaneous provisions. Schedule B of the Constitution Act enacted in 1982, incorporated key pieces of legislation such as the Canadian Charter of Rights and Freedoms, Rights of Aboriginal Peoples of Canada, and procedures for amending the Constitution. [12]

Federal, provincial, territorial, local governments and bands pass public policy (laws, programs, guidelines) etc. that are relevant to their roles and responsibilities (jurisdictions) as set out in the constitution. Jurisdictional roles can be a gray area as new situations arise and laws are open to interpretations.

When passing public policy, government has to take in consideration existing acts and regulations. For example, when new programs are developed in the federal government resources must be allocated to meet obligations under the Official Languages Act. Adopted in 1988, the Official Languages Act, repeats and qualifies the federal government's obligations under the 1982 Charter regarding the use of the two official

20 | Who are the Policy Players?

languages in the provision of government services and throughout government institutions. The Act, specifically articles 41 and 42, states the government's commitment to promote linguistic duality within Canadian society and to support the development of official-language minority communities.

The Federal Parliament deals, for the most part, with issues concerning Canada as a whole such as trade between provinces, national defense, criminal law, money, First Nations, trans-boundary environmental issues, patents and the postal service.

Authority may be delegated by a level of government to an elected or appointed group to govern and manage specific areas.

The provinces' have the authority to make laws concerning such matters as education, property, the administration of justice, natural resources and the environment, hospitals, municipalities and other matters of a local and private nature within the provinces.

First Nations' bands can exercise a range of governmental powers over reserve lands under the Indian Act. There are also several examples of Aboriginal governments who exercise powers as a result of specific agreements with the federal and provincial governments. [13]

Many issues of importance to communities may affect all levels of government. For example, environment, health, fisheries, agriculture, and language rights issues can involve federal, provincial, territorial, local and aboriginal governments.

In specific situations, authority may be delegated by a level of government to an elected or appointed group to govern and manage specific areas. Examples of this include some Francophone and Acadian organizations, school boards and health board.

In other cases, management control may be delegated to a corporation, subject to legislation, regulations, guidelines and a contract. An example of this is a forestry company managing Crown lands that have been leased to them for the purpose of harvesting timber.

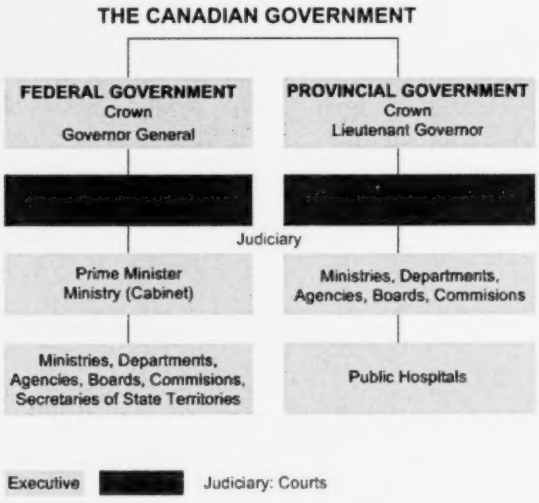
When a policy involves one department in a single level of government, it is sometimes referred to as "vertical policy." This is because most of the steps in the decision-making process fall within the routine activities of a single department.

Today, an increasing number of public policy issues are "horizontal"; that is, they directly involve more than one department or level of goverment. This type of policy requires much greater attention to process and may be difficult and frustrating for non-government participants as the various government players struggle to clarify respective mandates, roles and authorities, and other factors. Many important public policy issues fall within this category. [14, 15]

Government Structure

Federal and provincial governments operate in a similar manner although their powers and responsibilities differ.

The three branches of government are judicial, executive, and legislative.



(Graphic adapted from "How Government Works" primer, produced by the Institute on Governance. http://learnet.gc.ca/eng/lrncentr/online/hgw/welcome.htm)

Government Structure

THE CANADIAN GOVERNMENT

FEDERAL GOVERNMENT	PROVINCIAL GOVERNMENT
Senate House of Commons	Legislative Assembly Premier
Legislative	

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The three branches of government are judicial, executive, and legislative.

1. **The Judicial Branch** interprets the law. It includes the courts.

   Federal: Some federal courts include the Supreme Court of Canada, the Federal Court of Canada, and the Tax Court of Canada.

   The Supreme Court of Canada is the highest court in the land. It is the general court of appeal from all other Canadian courts whether the issues are civil, criminal, or constitutional.

   The Federal Court of Canada reviews the disputed decisions of federal boards, commissions and tribunals along with inter-provincial and federal-provincial disputes, intellectual property proceedings, admiralty matters, citizenship appeals, and appeals under certain federal statutes. The Tax Court of Canada has jurisdiction over tax and revenue matters.

   Provincial/Territory: Provincial/Territorial court systems include superior courts of the provinces, with trial and appeal levels, and provincial courts.

   The names of the superior courts and their divisions vary considerably from province to province or territory. The trial levels may include some of the following divisions: small claims, family, and general.

   The provincial/territorial courts may include criminal, family and small claims divisions, as well as a youth or young-offenders division. Actual court structures vary from province to province or territories as do the number and type of divisions within each court. [16]

The Supreme Court of Canada is the highest court in the land. It is the general court of appeal from all other Canadian courts whether the issues are civil, criminal, or constitutional.

2. **The Executive Branch** implements policies and establishes laws. It encompasses the current government: Cabinet, including the prime minister or premier, and the public service.

   Federal: The Privy Council Office (PCO) provides non-partisan information to the prime minister. The PCO connects the civil service represented by departments and agencies and thousands of staff located regionally and nationally to the prime minister. The Prime Minister's Office (PMO) is a political unit that supports the prime minister.

"Cabinet is the supreme policy making body." [17] All major government policies are forwarded to Cabinet for debate and decisions before being sent to the House of Commons. Departments draft memoranda (proposals) that outline proposed policies. Cabinet is made up of senior government party members appointed by the Prime Minister.

Provincial/Territory: In the provincial system, all major government policies are forwarded to Cabinet for debate and decisions before being sent to the legislature.

3. **The Legislative Branch** is where the ultimate decision-making power lies.

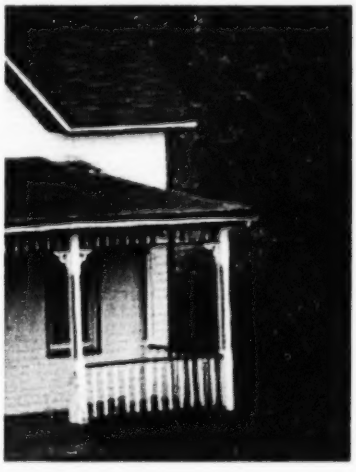
   Federal: This branch includes the House of Commons and the Senate. Federally, the House of Commons is made up of elected representatives, Members of Parliament (MPs), who have Constituency Offices in their region and Parliamentary Offices in Ottawa. MPs debate proposed laws, called bills, that must go through a process of three readings and then to Senate for three readings and final approval before becoming law.

   A number of parliamentary, standing, and ad hoc committees are established to examine particular issues. For example, the Parliamentary Committee on Pesticides prepared a report that provided support to towns considering a ban on the use of pesticides on lawns.

   Provincial: In Nova Scotia, Prince Edward Island, and New Brunswick, the provincial legislature is called the Legislative Assembly; in Newfoundland and Labrador, it is known as the House of Assembly.

The Legislative Branch is where the ultimate decision-making power lies.

The legislature is made up of elected representatives, Members of the Legislative Assembly (MLAs) or Members of the House of Assembly (MHAs) in Newfoundland and Labrador, who have offices in their constituency areas. Similar to the federal system, members debate bills and use a number of legislative committees to examine matters in more detail, which would not be possible in the larger legislature. This also allows members of the public to have direct input into the parliamentary process by making submissions and attending public hearings at the committee level on any bill. Most provincial websites list current bills being debated.



Territories: The Legislative Assembly of the Territories functions in much the same way as a provincial legislature, except there is a Commissioner who fulfills the role of a Lieutenant Governor in the provinces. In Nunavut and the Northwest Territories there are no political parties while in the Yukon there is.

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Local Government: Local governments can include: cities, towns, local service districts, community councils, villages, hamlets, and so on.

The Public Works Function in Canadian Jurisdiction paper identifies the following Municipal Governance structures in Atlantic Canada. [18]

Province	Type of Municipality	Basic Legislation
• Newfoundland and Labrador	• 3 cities, 287 towns, 1 region 178 local service districts	• Municipalities Act
• Prince Edward Island	• 2 cities, 7 towns, 66 communities	• Town Act
• Nova Scotia	• 3 cities, 39 incorporated towns, 26 villages, 24 rural municipalities	• Municipal Affairs Act
• New Brunswick	• 7 cities, 28 towns, 76 villages, 272 unincorporated local service district, rural community	• Municipalities Act

In cities, villages, and towns, the council, often the mayor and councillors, pass by-laws, set budgets, and oversee local services.

Local governments are represented by elected officials: mayors, councillors, reeves, wardens, local service district advisory committee members, etc. In most cases, they are supported by staff. In cities, villages, and towns, the council, often the mayor and councillors, pass by-laws, set budgets, and oversee local services. Committees are often formed to address ongoing areas of operation such as parks and recreation, finance, and transportation.

In a large portion of Atlantic Canada, unincorporated local service districts have services managed by the provincial government. Services can be delivered by provincial departments, district planning commissions, and third-party contractors.

NGOs can participate in planning and ad hoc committees and present to council or local advisory committees.

Tip: A group doesn't always have to make a formal statement or presentation. Just having a presence can be a statement in itself and may influence policy. Getting to know people and being a familiar face is an important strategy.

Aboriginal Governance: Aboriginal peoples include members of First Nations, Inuit, and Metis communities. A First Nation's government structure, including a Chief and a Council, is different than the local governance described above. Municipalities are a construct of provincial governments to deliver localized services such as water and garbage disposal. Chiefs and Councils have a primary relationship with the federal government that is laid out in the Constitution through treaties and through legislation such as the Indian Act. A Chief and Council represent the citizens of a band.

The Indian Act provides limited jurisdictional powers to the Chief and Council leaving much decision-making power in the hands of the Minister. The Indian Act was not designed to support effective First Nations' governance; therefore, work is being done to create better models of self-reliance through processes such as self-government.

In some situations, such as the Inuit and Innu peoples of Labrador, treaties were never signed with the federal government, and therefore, groups are currently not represented under the Indian Act. In these situations, the province is playing a larger role in current land-claim issues.

In some situations treaties were never signed with the federal government, and therefore, groups are currently not represented under the Indian Act.

Aboriginal self-government has been in existence for thousands of years in Canada. In August of 1995, the federal government made a commitment to formally recognize and support the formation of this type of government structure for the Aboriginal peoples of Canada. Under this approach, Aboriginal groups will negotiate the details of self-government in a variety of areas including culture, language, education, health care, social services, legal issues, and so on. The self-government structure will work in collaboration with existing federal, provincial and territorial structures, and within the Canadian Constitution and the Canadian Charter of Rights and Freedoms. The key component to Aboriginal self-government, however, is that it gives Aboriginal peoples the opportunity to shape their own forms of government according to their own historical, cultural and social circumstances. [19]

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Tip: A good reference on federal government structure is Making Policy: A guide to the Federal Government's Policy Process. This guide and others discussing federal, provincial, local, and First Nations' governments can be found in the "Resources" section at the end of this workbook

There are various motivations that groups should consider when trying to understand how policies are developed and final decisions are made by government.

Understanding motivations of government

Here are some potential motivations (there may be others) that groups should consider when trying to understand how policies are developed and final decisions are made by government.

Cabinet Ministers may be pulled in several directions.

- First, as members of Cabinet, Ministers are expected to make decisions on the basis of the broader public interest, collaborating with colleagues to balance a variety of views, needs, and interests.
- Second, they have direct responsibility to represent their ministerial portfolios and advocate in Cabinet for the specific budget, policy and program priorities of their departments.
- Third, they must be sensitive to the constituents who elected them, because if they spend too much time and energy on broad public issues and neglect their own ridings, they may not be re-elected.

Elected officials are likely to be primarily motivated by the need to represent constituents' views and satisfy constituents' interests. Elected members may also take part in committees that make recommendations to Cabinet or Council on specific issues - and in these roles they are expected to seek the broader public interest.

Public servants,
who serve the government of the day, may be motivated by two concerns: carrying out their work in an effective and professional manner and meeting the needs of their Minister.

In policy development, public servants may be motivated to develop good public policy that is in the public interest, effective, and efficient, among other things. This is considered the hallmark of a professional and impartial public service.

Public servants are also motivated to meet the needs of their Minister. This may or may not be in tandem with the motivation to develop "good" public policy. However, it is a reality of public service that individuals and representatives of community groups must be aware of. It should be noted that while some public servants may be involved in policy development, others may only have an influencing role. So it is important for individuals and groups who want to affect the policy development process to know the roles and responsibilities of public servants.

In the past, politicians and public servants tended to make decisions based on their own knowledge and judgment; today, it is expected that the public will participate in some way. In addition to receiving public and stakeholder input, officials and public servants rely on other sources of information, including informal and structured meetings with citizens and stakeholders, letters from citizens and groups, media reports, research, surveys and opinion polls.

In addition to Cabinet Ministers, elected officials and public servants, it is also important to consider the motivations of those who participate in the policy development process. They may be referred to as stakeholders and include volunteer and non-for-profit groups, business and industry representatives, academic research groups, and the media.

In policy development, public servants may be motivated to develop good public policy that is in the public interest, effective, and efficient, among other things.

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Power as a factor

The factor that most directly defines and differentiates the various policy players is power - the ability to direct and/or influence others. Power may be gained through the ability to wield financial and other resources; a legislated mandate; legal status; a position in a hierarchy; knowledge and information; and the level of impact of one's decisions.

For governments trying to establish an effective process to develop horizontal policy, the unequal distribution of power is as much a factor as it is for other policy players. Among government departments, the key elements of power include money, mandate, staff, legislation, and the personal characteristics and relationships of ministers and senior public servants. For example, finance departments traditionally wield a lot of power over other departments because of their mandate, perceived importance, larger budget and number of staff. [20]

The ability of volunteer and nonprofit organizations to exercise power lies in their organizational and mobilizing role. Organizations make the public and governments aware of issues, lending them more weight in social and political debate.

It may be more accurate to speak of managing the power imbalance, rather than correcting it.

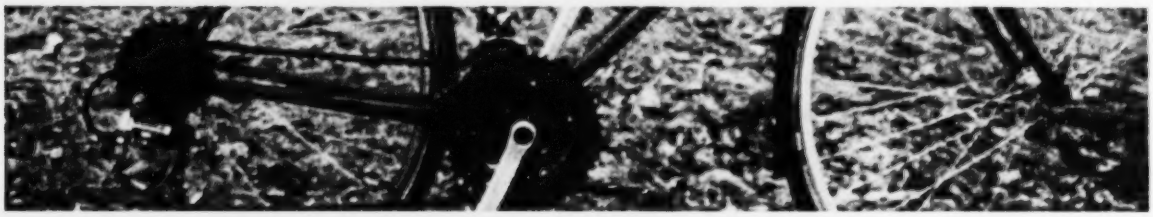
Within the public policy development process, power is rarely, if ever, balanced. In any given situation, some participants have greater power than others. One of the most important factors that government must consider when designing a process for public participation is how to ensure that the process is fair and equitable and that all participants have an opportunity to be heard in spite of the power imbalance.

It may be more accurate to speak of managing the power imbalance, rather than correcting it. However, the ability and willingness of citizens and community groups to participate will be affected by the ability of government to effectively manage any imbalance.

How can government manage it? Possibilities include providing:

- convenient times for consultation
- adequate timelines for preparation and presentation
- resources to groups that need them
- access to relevant information
- access to government officials

Policy Development Steps



The term "policy development process" may imply a neat, rational, structured, and incremental approach to policy development. This is rarely the case because of election calls, divergent interests, new priorities, etc. However, the policy development process can be seen as a logical progression through six steps: **problem definition; goal description; option creation; selection; implementation; and evaluation**. NGOs can access and influence the process at any one (but not necessarily all) of these points. [21, 22] (See Appendix A & B for graphics that illustrate the policy steps)

On the following pages, each step will be explained followed by an example from a possible policy scenario on solid waste. Solid and liquid waste regulation falls primarily under the domain of the provincial government. The federal government becomes involved with trans-boundary waste issues such as the transport of hazardous waste. The local government would be responsible for implementing waste programs and operations.

The policy development process can be seen as a logical progression through six steps.

30 | Policy Development Steps

Step 1. Problem Definition

- the problem is determined
- the current situation is analyzed
- root causes of the problem are identified
- consequences arising out of the problem or issue are identified

Provincial Government - policy development. In this case the lead department involved would be the department responsible for the environment. The government may ask these kinds of questions: What technologies are being used to manage waste? Are the systems functioning? How much pollution is being created? Is pollution affecting the environment and human health? They may hire engineering consultants, use information from their environmental inspectors, review municipal records, and be gauging community interest on the issue through polls, media reporting, phone calls to MLAs, etc. Other government departments may be providing data on the situation as well. Other problems such as identifying locations for new landfills may also be fueling the issue.

Other government departments may be providing data on the situation as well.

NGO participation. At this stage, an NGO may be conducting water- or air-quality monitoring and identifying landfill leachate or incineration problems. A group may research waste issues and see that current technologies are inefficient and are not supporting waste-reduction philosophies, e.g. recyclable materials and organic materials are going to the landfill. At this stage, the NGO may approach the provincial and federal government to provide input on the root causes of the problem. A group may already be engaged in a public-information campaign.

Step 2. Goal Description

- what people value is considered
- best solutions are identified
- conditions that must be met by any solution are determined
- how success will be measured is clarified

Provincial Government - policy development Once the government has analyzed the situation, it identified that current practices do not provide a good level of protection for the environment or citizens. Therefore, public servants begin gathering social and stakeholder views. Is it socially acceptable to compost? What are the local governments saying? What infrastructure exists for recycling? Are there markets? How will industry be involved? Who will pay for the new systems? What is the ultimate goal for this policy option? Public servants and politicians are lobbied by various sides. The provincial government decides to adopt a target of 50% reduction of solid waste by the year 2003.

Public servants and politicians are lobbied by various sides.

NGO participation. An NGO met with public servants to talk about policy ideas in relation to the 50%- reduction goals. The group realized that for this target to be successful the public will have to buy in. There is a need for social marketing and education programs. Perhaps the NGO could provide this service. Another NGO groups believe that the provincial strategy for reaching the 50% goal is not achievable, and it develops alternative strategies. The group promotes the strategy to MLAs, municipal councillors, other NGOs and the public.

Step 3. Option Creation

- creativity is used to identify options for the best solution
- potential impacts of options are understood

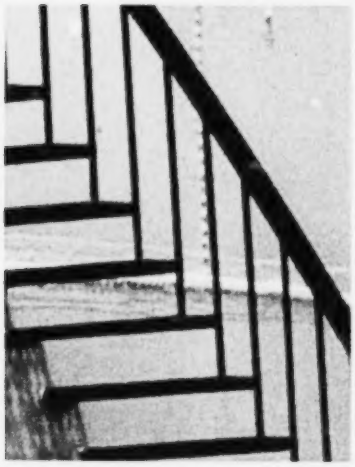
Provincial Government - policy development Studies were supported through the university and other research organizations to identify economic incentives for reducing waste and safely disposing of the remainder. Ideas were suggested such as user fees, landfill tipping charges, landfill bans, voluntary compliance programs, rebate programs, 2nd-generation landfills, and so on. Guest speakers from other jurisdictions were invited to speak on innovative ideas. The Minister and staff did tours of other jurisdictions.

NGO participation. Some NGOs felt the government was not fully exploring all the innovative processes and formed their own panel of experts. Other NGOs worked with the government to run community sessions to get feedback on ideas.

Guest speakers from other jurisdictions were invited to speak on innovative ideas.

Step 4. Selection

- possible options are debated
- stakeholder needs and interests are understood
- compromises, tradeoffs, and bargaining are utilized
- a final option is determined



Provincial Government - policy development The government tables a draft report of possible options on meeting the 50% target. This includes a suite of policy tools such as landfill bans and deposit-refund systems that would help support long-term education, and the creation of regionalized high-tech landfills. A round of meetings, negotiations, and public consultations are held to gather feedback on the report.

NGO participation. Some NGOs attend the public consultation and present their positions. One NGO is working with government to write a public consultation report. The government is working with this NGO because it feels the group brings impartiality and honesty to the process, and it looks good. Other NGOs think that this group is selling out, and they are boycotting the process. Instead of participating, they have launched a public opposition campaign.

Step 5. Implementation

- policy tools, those methods by which a desired solution will be pursued, are identified
- various policy tools such as information, education, legislation, regulation, orders in council, guidelines, standards, procedures, programs, grants, subsidies, expenditures, taxes and public ownership are considered

Provincial Government - policy development. The government ratifies a solid-waste strategy based on the draft report and public consultation. There was not total agreement from all the policy players on the final policy options chosen. Many local governments were worried about extra costs; some NGOs didn't think the target was high enough; some industries didn't like the deposit-refund system. Media coverage highlighted angry members of public who were not happy having to pay 10 cents more for a beverage. But the policy goes ahead regulating landfill bans on many items including organic material, deposit-refund systems, regionalized landfills, and landfill tipping fees.

NGO participation. Some NGOs are pushing the provincial government to allow pilot areas for innovative landfill management techniques to create some flexibility in the system. Other NGOs are positioning to get funding to run composting programs. On the federal front, NGOs launch a campaign for strong national packaging legislation mandating lifecycle responsibility for manufacturers.

There was not total agreement from all the policy players on the final policy options chosen.

Step 6. Evaluation

- feedback and results are gathered to monitor policy impacts
- actual results are compared with desired results
- mistakes are learned and approaches are modified

Provincial Government - policy development. Landfills are monitored to ensure landfill bans. The amount of solid waste is measured annually. Results are reported on the government's website.

NGO participation. One NGO has had reports from the public of an increase in illegal dumping. Others are told some municipalities are not always compliant in ensuring landfill fill bans at disposal sites. The NGOs are pushing for more fines to be laid and better monitoring of outcomes (such as illegal dumping) to make modifications to the regulations.

34 | NGO Participation

Communities and NGOs participate in the development of public policy in a number of ways. The following is a list of strategies for NGO participation in public policy development. They are framed under the following headings: Knowing your views, Increasing your networks, Getting to know the policy-makers, and Taking action.

1.Knowing your views

A first step in participating in policy development is reaffirming how the members of your group or community feel about the specific policy issue.

How does your organizational mission and the specific policy issues relate?

- What are the fundamental values of your organization?
- What are your interests?
- What is important about how this issue is resolved?

Sound research provides evidence that supports and lends credibility to an organization's views.

Tools and techniques

a) Review/confirm your mandate, mission, values and/or goals. This may provide a clear sense of purpose, knowing what is important and what you want to achieve.

b) Conduct research that can improve understanding of the situation, which will give government a better understanding of community views and interests. Sound research provides evidence that supports and lends credibility to an organization's views. Some groups partner with other organizations and institutions that have strong research capabilities.

Types of Research

The following section is from a background paper "Understanding the Links Between Research and Policy", one of the tools produced by the Rural Communities Impacting Policies (RCIP) project.[23] One of the goals of the RCIP project is to provide information and tools on how to form effective community-university research partnerships. Community-based organizations and universities interested in forming research partnerships are encouraged to visit the RCIP website at www.medicine.dal.ca/ahprc/rcip/.

Inside research

There are many types of research that can be conducted to aid in understanding and helping communities affect the policy making process. Different types of research use different means to systematically collect information. The type of research and the methods used to collect and present data affect how the information can be interpreted and used. It is beyond the scope of this manual to describe all the different types of research in detail. However, some of the most common types of research relevant to policy making are listed below.

Focused Synthesis/Review of Existing Research

Focused synthesis or review of existing research involves the selective review of written materials and existing research findings relevant to a particular research question or issue. This process involves examining published articles as well as a variety of other sources such as discussions with experts and stakeholders, anecdotal stories, personal experience of the researchers, unpublished documents, and staff memoranda. Information sources are used only to the extent to which they directly contribute to the overall review (Majchrzak, 1984).

Secondary Analysis (Quantitative)

Secondary analysis involves examining data from existing databases. The statistical procedures to examine data range from descriptive statistics that serve to describe the data and present it graphically to complex, inferential statistics that model complicated behaviors. Difficulties finding databases with the desired information and lack of accessibility to these databases often limit the usefulness of secondary analysis for understanding a specific issue.

The type of research and the methods used to collect and present data affect how the information can be interpreted and used.

Field Experiments

Another use of research is to examine the effectiveness of implementing a strategy to address an issue or problem. Data on resulting changes are collected and analyzed to determine the impact of the implemented strategy. Field experiments can be useful for gathering evidence concerning the impact of policy change prior to its implementation as well as for monitoring and evaluating the impact of a policy change.

Qualitative Methods

Qualitative research involves the use of non-numerical data and often entails the collection and analysis of narrative data. Qualitative research methods are particularly useful for gaining rich, in-depth information concerning an issue or problem as well as generating solutions. Examples of qualitative research methods include focus groups (where selected individuals participate in a discussion on specified topics), in-depth interviews, and participant observation (where the researcher acts as both participant and observer in gathering information on an ongoing process to gain insight into causal factors).

Governments often use polls to help them understand the population's concerns and opinions around current issues.

Surveys

Surveys are used for gathering data on an issue or problem and its causes. Surveys may involve personal interviews or written questionnaires administered at one time or over several periods of time. Polls are a special type of survey usually conducted by large organizations using sophisticated statistical techniques to accurately gauge the opinions of a large population. Governments often use polls to help them understand the population's concerns and opinions around current issues.

Case Studies

Case studies involve recording and analyzing the actual experiences of an organization or community around a specific issue and tend to be used frequently as they are quick and cost-effective. Case studies allow for the identification of behaviours and other variables related to a social issue or problem and often can provide a more complete understanding of a situation's complexity. Case studies also can be used to examine the process by which an intervention or policy action has been implemented (Majchrzak, 1984).

Cost-benefit Analysis
Cost-benefit analysis involves a set of methods whereby a researcher compares the costs and benefits to society of alternative policy options. Cost-benefit analysis can take into account monetary, social, environmental, and other issues related to policy. This type of analysis can be a cornerstone of policy research providing for the identification of policy options that are likely to provide the most benefits at the least cost to a community (Majchrzak, 1984).

2.Increasing your networks

Once views have been clarified, the next step is to initiate discussions with other individuals and organizations that might have similar or complementary views. Network building is an important strategy in establishing relationships that can add support and/or resources to efforts to influence decision-makers on specific public policy issues.

- Who is aligned with you now?
- Who do you think should be part of your network? Who would care about this issue but may not be involved at present?
- What steps might you take to make other groups and individuals part of your broader network and engage them in the discussion about this specific issue? [24]

Check out the New Brunswick Environmental Network's online toolkits for helpful advice.

Tools and techniques
a) Broaden public support by:
- educating and informing - look for opportunities to increase public awareness and understanding, e.g. direct mail, posters, presentations
- using the media to increase public awareness, e.g. letters to the editor, opinion pieces, and interviews
- establishing a website where people can get information, finding links or taking part in a discussion forum

Tip: There is a lot of information online about how to increase public awareness by using the media or running educational programs and websites. Check out the New Brunswick Environmental Network's online toolkits for helpful advice: www.web.net/nben/envnews/toolkit/1_tool_e.htm.

b) Sponsor workshops or community meetings to increase understanding of specific policy areas as well as knowledge and ability to be effective in public policy development processes.
c) Build relationships and networks and establish partnerships and alliances with other citizens, communities and organizations that have similar or shared views and can add support, even resources.

Tip: Contact health and environment networks in your province. Often these organizations receive information from government departments about upcoming consultations. Refer to the resource section for the health and environment networks in Atlantic Canada.

3. Getting to know the policy makers

Developing both general knowledge of and personal relationships with policy makers may increase your ability to gain access and participate effectively in the policy process. (See # 4.)

The first step is knowing who you want to get to know.
- Who are the policy makers?
- How will final decisions be made?
- Who has some level of influence?

Contact elected officials and public servants to express your views on specific policy issues.

Not all elected officials and public servants may be directly connected to a specific public policy development process. Many groups scan for information about the key people and the members of the policy community on an ongoing basis.

Tools and techniques

a) Conduct research to identify key individuals. (The Inside Ottawa Directory includes a complete listing of Members of Parliament, Senate, Cabinet and every committee and political aide plus many other "insider" names, addresses and phone numbers. www.arcpub.com/iod2.htm.)
b) Contact elected officials and public servants to express your views on specific policy issues. Request personal meetings with ministers, elected officials and senior public servants to explain your views and to hear and understand their thinking.
c) Use individuals who have connections and/or understanding of both community and government.

Tip: Win-win bargaining is a conflict-resolution and community-dialogue technique used by governments, industry, mediators and community organizations. The basic concept is to think and talk of interests, not positions. A position is a solution that works for you, but because it may not work for others, stating firm positions at the outset (even though at some point it may be necessary) can lead to confrontation and a process that cannot move forward. An interest is what is important to you in the resolution of an issue and underlies a position. Talking about interests (and being able to hear the interests of others) is an extremely powerful tool. For example, an interest is reducing air pollution; a position is banning sport utility vehicles.

4. Taking action

The following are two different ways to take action: by participating in a formal process initiated by government and working to get your issue on the public policy agenda.

If government is sponsoring a formal, public policy development process that meets your criteria for a good public policy process, your goal will be to gain access and participate at a level consistent with your interest and resources.

Tools and techniques

a) Take part in formal public-participation processes and get on contact lists. This may include sitting on advisory committees and task groups; attending workshops; representing your community in co-management processes where community and government work together; and developing partnerships with government to help deliver programs. Assess public-participation processes to ensure that they will lead to useful outcomes. Use the Good Public Policy Process section on page 13 to assist you. (By joining the health and environment networks listed in the "Resource" section of the manual, you can often get the heads-up on upcoming public consultations.)

Talking about interests (and being able to hear the interests of others) is an extremely powerful tool.

b) Identify how you can get your issue on the government's public policy agenda if it is not already there. In this case, many of the things that are useful in helping you get to know the policy makers will also be effective in getting your issue on the agenda. This will rely heavily on careful data gathering and analysis; enlisting support and cooperation; increasing your networks; and engaging elected officials and public servants.

c) Develop briefs, position papers and discussion documents that provide government with a more formal description, definition, analysis, and options regarding your specific area of concern. (A number of sources provide information on writing letters and position papers. Checkout www.policy.ca.)

d) Make presentations, both written and in person, based on information that equips policy makers with a rationale they can use in carrying your interests forward. Provide a written summary of oral presentations.

A number of sources provide information on writing letters and position papers.

Government expectations and reactions

Government often seeks the views of groups and organizations that it feels are well linked to other organizations and have a good sense of how the broader community or network feels about an issue. Government should also be willing to help community groups understand how decisions will be made and how it sees the public interest in a particular situation.

When cooperation and collaboration do not work.

We have been discussing a variety of tools and techniques that can help you be more effective in two situations: as participants in a formal, public policy development process and in working to get our issue on the public policy agenda.

Individuals and groups use a wide range of tactics to achieve their desired results when the basic suite of tools and techniques has not been effective. Additional tools and techniques may include active lobbying; generating high-profile media attention; demonstrating; initiating legal action; and using formal processes set up independently of government to hold government accountable.

Holding government accountable

The Federal Government -The role of the Auditor General of Canada is to "conduct independent audits and examinations that provide objective information, advice and assurance to promote accountability and best practices in government operations." In the office of the Auditor General is the Commissioner of the Environment and Sustainable Development. The Commissioner oversees a process called Environmental Petitions that enables citizens and organizations to ask Ministers to explain federal policy, investigate an environmental problem, or examine enforcement of environmental legislation.

Federal Ministers who receive petitions are compelled to provide a response within 120 days of receiving the petition. For more information, see www.oag-bvg.gc.ca/domino/cesd_cedd.nsf/html/menu7_e.html.

The Sierra Legal Defense fund filed an environmental petition about the need to regulate trichloroethylene under the Canadian Environmental Protection Act and suggested an amendment to the Canadian Drinking Water Guidelines. The response by Health Canada and Environment Canada is available on Environment Canada's website. www.ec.gc.ca/nopp/sustainable/beckwith/responseE.pdf

Federal ministers who receive petitions are compelled to provide a response within 120 days of receiving the petition.

42 | Challenges for NGO Participation

The Provincial or Municipal Government: The Ombudsman is an investigator and mediator, appointed to protect citizens rights in dealing with government. They handle complaints against a department, agency, or official of either the provincial or municipal government.
NS: 1-800-670-1111, NB: (506) 453-2789, PEI - there is no Ombudsman, NF & LAB the Ombudsman was reinstated and is now called The Citizens' Representative 1-800-559-0079

Freedom of Information Acts or Access to Information Acts regulate the right of access to information in provincial and federal governments. The processes outlined in these acts can be used if information from governments isn't being circulated in the public domain. Check out the appropriate government contacts in the "Resource" section.

Check out the appropriate government contacts in the "Resource" section.

When the public development process is flawed.

Flip back to page 13 and review the elements of a good public policy process. Now turn these elements from positives into negatives. These are some of the criteria that indicate a poor public engagement process: lack of inclusion, poorly defined problem, closed process, inadequate resources and so on.

What can a group do?

A group may decide to continue to participate in a poorly designed process because they think their group and ultimately the issue they are working on will benefit. Perhaps there is a chance to improve the final policy option or maybe this forum will provide an opportunity to build networks and understand the motivations of the other players. Or perhaps there is opportunity to increase knowledge about the subject matter. If the group weighs these factors against the amount of time spent in the process and what they may get in return - a watering down of their interests, negative public perceptions of their group - they may decide to opt out of the process.

If a group decides to opt out of the process, it can keep quiet about this or identify why they opted to get out and clearly communicate this to their membership and the media. Then the group can put resources into strategies it thinks may be more effective.

When you are stretched for money, time, volunteers, and staff.

- Apply for policy funding. Tips are provided in the next section
- Partner with other organizations and share the load. Exchanges could be developed where one organization coordinates comments on policy issues for one policy process, and then this role rotates to another group.
- Recruit volunteers that have policy skills and connections.
- Involve board members in policy formulation.
- Develop university collaborations.
- Pick the policy areas that are most important to your group and focus energies in one area rather than many.

If opting out of the process, a group can put resources into strategies it thinks may be more effective.

44 | Building capacity to affect public policy

There are a number of specific areas where citizens and community can build and maintain their organization's capacity to affect public policy.

"Capacity building refers to developing or acquiring the skills, competencies and tools, processes, and resources that are needed to improve the ability of a non-profit organization to achieve success." [25]

Some of these have been mentioned previously in this workbook. However, this section will provide a summary for those groups who would like a quick checklist about the areas of knowledge, the skills and the abilities that can assist an organization in being more effective in influencing public policy development.

Groups may be at different levels of development and may not need all skills and attributes listed below to affect policy. Groups may also come together to create stronger collective capacity. For example, some organizations may be strong in one area such as research or have knowledge about part of the problem that another group doesn't track while another group may having good connections with the public. Together these groups have a stronger presence.

Groups may also come together to create stronger collective capacity.

Knowledge of the process:

- know how government decision-making works
- understand how public policy is developed
- recognize how the public participates and citizens are engaged
- learn from other NGOs' experiences

Knowledge of the subject:

- have specific knowledge of the policy field
- see the subject in its broader context
- keep up with changes and advancements in the field
- conduct research and produce sound analyses

Access to the process:

- build and maintain relationships with government
- demonstrate understanding, interest and commitment
- understand the policy players and strive for good relationships with them

Placement of an issue on the policy agenda:

- raise public awareness
- communicate with others who have similar/compatible interests
- communicate with political representatives and government officials
- use the media strategically

Relationship and network development:

- find allies
- build strategic relationships
- establish or join networks

Access to information:

- obtain all necessary information
- make information accessible by ensuring it is in the appropriate format and language
- ensure information is timely
- generate information for use at all stages in the process

Effective process:

- identify and narrow the issue
- create a vision of how the issue should be addressed
- articulate that vision to others
- work collaboratively across sectors
- identify opportunities and methods for strategic intervention
- use multiple techniques strategically and simultaneously

Identify opportunities and methods for strategic intervention.

Sufficient resources:

- have sufficient money
- ensure there are enough people for the work at hand
- make certain there is sufficient time to do the job
- have the necessary infrastructure - office space, computers, transportation etc.

Strong skills:

- have research capacity
- know how to undertake situation analyses
- have access to communication tools and expertise
- be able to negotiate and resolve conflicts
- have strong presentation skills (both oral and written)

Cooperative Abilities:

- collaborate well
- build relationships and networks [26]

Funding

There are foundations, government programs, private funders, and service clubs and unions that fund policy work. Here are a few directories of funding sources and funding programs that may be of interest to your group.

Funding Directories:
Many funders are listed in these guides. Some provide support for action, research, capacity-building and policy work. Review the funders profile to see their particular interest.

- **The Green $ource**
  A Quick Reference of Available Programs in the Atlantic Region
  The Green Source is a free directory produced annually by Environment Canada that includes over 100 funders of environmentally related projects. To download a copy visit www.atl.ec.gc.ca/community or call 1-800-633-5755
- **Funding Source for Research on Women**
  by Marika Morris and Susannah Bush, with Rachel Cote, 2001, 137 pp
  Price: $20 ($16 for CRIAW members) www.criaw-icref.ca
  This book lists almost a hundred federal and provincial granting programs, foundations, research institutes and corporations open to giving money toward community-based research on issues important to women's equality.
- **BIG Online**
  This is a database of American and Canadian fundraising information including government, business, and foundation sources. There is a fee to access the information on this site. www.bigdatabase.com.
- **Canadian Centre for Philanthropy**
  Contains information on grantmaking, resource development, and voluntary sector trends. Annually produces the Canadian Directory of Foundations with 100's of funding sources. There is a cost for this directory. Often public libraries will have a copy in their Reference section. www.ccp.ca

Review the funders profile to see their particular interest.

Funding Programs:
Following are a few programs the specifically fund policy work.

- **Population Health Fund**: a program of Health Canada. Projects must focus on youth, seniors, Acadian or Francophone communities, or excluded populations (e.g. rural populations, racial minorities, immigrant groups, disabled people, groups marginalized by poverty) and must accomplish two or more of the following objectives:
  - i) Assist the community to identify policy issues that have an impact on their health and to explore policy alternatives that respond to these issues.
  - ii) Enhance the skills and capacity of community groups to engage in policy development work.
  - iii) Include processes for conveying information on policy alternatives to decision-makers.
  - iv) Develop networks that would enhance the capacity to influence policy development.

  For further information: Margie Macdonald (902) 426-2702, www.hc-sc.gc.ca/hppb/regions/atlantic/work/e_o_sol_prop.html (margie_macdonald@hc-sc.gc.ca)
- **Canadian Institutes of Health Research**: www.cihr.ca/index.shtml, and the Social Sciences and Humanities Research Council of Canada's Community-University Research Alliance, www.sshrc.ca, fund community-university-partnered policy research.
- **Canadian Foundation for Innovation**: is an independent corporation established by the Government of Canada to strengthen the capability of Canadian universities, colleges, research hospitals, and other not-for-profit institutions to carry out world-class research and technology development. They provide funding for research that may influence developing or adapting existing policies. www.innovation.ca/index.cfm
- **The Donner Foundation**: is a private Foundation that has a particular focus on supporting public policy projects. www.donnerfoundation.org
- **Walter and Duncan Gordon Foundation**: is a private foundation that supports matters of policy, governance and public engagement through its Canadian Issues Program. www.gordonfn.org
- **Canadian Rural Partnership Program**: provides information, resources, research and funding. The newest round of funding starts in April 2002 and will last for one year or more. The Rural Development Initiative has four funding components: community planning, which includes asset identification, citizen engagement, and development and implementation of community plans; a leadership component, for the identification and development of leadership skills; research; and inter-community partnerships, where two or more communities can work together to reach common goals. www.rural.gc.ca

Some funders provide support for action, research, capacity-building or policy work, these ones specifically fund policy work.

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General Sources

Public Policy Forum
www.forumpp.ca/english/index.html
mail@ppforum.ca
The Public Policy Forum is a membership-based, non-profit organization whose mandate is to improve the quality of public policy and public sector management in Canada through multi-sectoral dialogue.

Policy Research Initiative
www.policyresearch.gc.ca/index_e.htm
questions@prs-srp.gc.ca
Ph: (613) 947-1956
Policy Research refers to research that informs public-policy development. Individuals or groups in organizations such as government departments, universities, research institutes and non-governmental organizations may undertake research into public-policy issues.

Policy.ca
www.policy.ca
sedwards@interchange.ubc.ca
Ph: (604) 822-9508
Policy.ca is a non-partisan resource for the public analysis of Canadian policy issues. Includes tips, tools, action section, and news.

Canadian Center for Policy Alternatives
www.policyalternatives.ca
ccpans@policyalternatives.ca
Ph: (613) 563-1341
Canadian Center for Policy Alternatives produces research reports, books, opinion pieces, fact sheets and other publications, including The Monitor, a monthly digest of progressive research and opinion.

Institute on Governance
www.iog.ca
info@iog.ca
Ph: (613) 562-0090
Institute on Governance is concerned with accountability and performance measures, building policy capacity, citizen participation, etc. They provided training sessions on "Public Policy" and "How Government Works"

Making Public Policy Healthy
From Newfoundland and Labrador Heart Health Program
www.infonet.st-johns.nf.ca/providers/nhhp/docs/policy.html
NHHP@infonet.st-johns.nf.ca
Ph: (709) 729-3939
A community guide.

Identifying and Understanding Public Policy Issues
www.msue.msu.edu/msue/imp/modii/ii792001.html
This site offers a training package on public participation and discusses how to influence government and the importance of understanding public policy process.

Understanding Community Power Structures
www.msue.msu.edu/msue/imp/modii/ii719205.html
Included here is a training package on power, what power is, where power is, and how to identify power in community.

Links to political parties across Canada: Federal and Provincial
www.nelson.com/nelson/polisci/parties.html

Canadian Policy Research Networks
www.cprn.org/cprn.html
Ph: (613) 567-7500
This site offers a wealth of information from social to economic to gender issues. Of particular interest is the material on learning how to engage in public policy issues.

The Policy Process: An Overview
www.odi.org.uk/publications/wp118.pdf
This is a research paper written by Rebecca Sutton in the UK.

Interest Groups and Lobbying
www.polisci.nelson.com/introlobby.html
This site discusses the role of interest groups in government and their influence.

Democracy Education Network
www.democracyeducation.net
This site provides links to general information websites about governments, political parties and laws, to other websites helpful for tracking what is happening in Canadian politics

The Modernizing Government White Paper: Professional Policy Making in the 21st Century
www.cabinet-office.gov.uk/moderngov/policy
This report by the Strategic Policy Making Team, Cabinet Office, examines what professional modernized policy-making should look like; provides a snapshot of current good practice as an indication where policy making is today; and suggests possible levers for change to help to bring about the White Paper's vision for policy making.

Center for Community Change
www.communitychange.org
Ph: (202) 342-0567
This site provides information on how to be heard and how to lobby as well as policy-change resources and examples.

Federal Sources

How Government Works
http://learnet.gc.ca/eng/lrncentr/online/hgw/welcome.htm
How Government Works is an interactive primer on who does what to whom inside the federal government of Canada and why.

About Government
www.gc.ca/howgoc/howind_e.html
Information can be found here on federal, provincial and municipal government and its key functions.

Provincial Sources

NS Government
www.gov.ns.ca/legislature
leglib@gov.ns.ca
Members of the Legislative Assembly.

NB Government
www.gov.nb.ca/legis/index-e.htm
Members of the Legislative Assembly
Ph: (506) 453-2506

PEI Government
www.gov.pe.ca/leg/index.php3
Members of the Legislative Assembly
Ph: (902) 368-5970

NF & Labrador Government
www.gov.nf.ca/hoa/default.htm
Members of the House of Assembly
Ph: (709) 729-2877

The Ontario Regulation and Policy Making Process in a Comparative Context: Exploring the Possibilities for Reform
www.eco.on.ca/english/publicat/reform.pdf
inquiry@eco.on.ca
Ph: 1-800-701-6454
This is a paper from the Ontario government that discusses the policy making process in Ontario, the federal government and other provinces.

Aboriginal Sources

First Nations information- Connect to all the Bands
www.aboriginalcanada.com/firstnation/

Atlantic Policy Congress of First Nations Chiefs
www.apcfnc.ca/
info@apcfnc.ca
Ph: (902) 667-4007
The goal of this group is to research, analyze, and develop culturally relevant policies that impact on the Mi'kmaq, Maliseet and Passamaquoddy First Nation communities and peoples.

National Aboriginal Document Database
http://aboriginalcollections.ic.gc.ca/database/
Information found here can be used for research projects such as documenting land claims or for studying independent statutes and acts, treaties and court decisions. This information can be used for research by any or all levels of students and researchers (e.g. elementary students up to university- level students). The site also includes links to additional sites for First Nations in Canada and Native American sites in the US.

Assembly of First Nations
www.afn.ca/Assembly%20of%20First%20Nations.htm
Ph: (613) 241-6789
Nations (AFN) is the national representative/lobby organization of the First Nations in Canada.

Congress of Aboriginal Peoples
www.abo-peoples.org/mainmenu.html
info@abo-peoples.org
Ph: (613) 747-6022
The website of a major Aboriginal organization.

Francophone and Acadian Sources

National
Fédération des communautés francophones et acadienne du Canada
www.franco.ca/fcfa
fcfa@fcfca.franco.ca
Tél. : (613) 241-7600

Regional
Société nationale de l'Acadie
www.snacadie.org
laplantd@nbnet.nb.ca
Tél. : (506) 853 0404

Provincial
Société des Acadiens et Acadiennes du Nouveau-Brunswick
www.saanb.org
saanb@nbnet.nb.ca
Tél. : 1.888.7ACADIE

Fédération acadienne de la Nouvelle-Écosse
www.fane.ns.ca
fane@fane.ns.ca
Tél. : (902) 443-0065

Société Saint-Thomas-d'Aquin
www.ssta.org
info@ssta.org
Tél. : (902) 436-4881

Fédération des francophones de Terre-Neuve et du Labrador
www.francophonie.nfld.net
afl@crrstv.net
Tél. : (709) 944-6600

Fédération des parents francophones de Terre-Neuve et du Labrador
www.francophonie.nfld.net/fpftnl
l.f.p.f@thezone.net
Tél. : 709-722-7669
Sans frais 1-888-749-7669

Municipal Sources

The Union of Nova Scotia Municipalities
www.unsm.ca
mainusmn@hfx.eastlink.ca
Ph: (902) 423-8331

Union of New Brunswick Municipalities
www.munisource.org/associations/canada/new_bruns.html
Ph: (506) 849-5789

Association francophone des municipalités du Nouveau-Brunswick inc.
www.afmnb.org
afmnb@nb.aibn.com
Tél: (506) 542-2622

Federation of PEI Municipalities
www.fpeim.ca
Ph: (902) 566-1493

Newfoundland & Labrador Federation of Municipalities
www.nlfm.nf.ca
Ph: (709) 753-6820

Health and Environment Networks

The Community Health Promotion Network Atlantic
www.chpna.ca/newsite/index.cgi
chpna@echo-chn.net
Ph: 1-866-872-4762
The Community Health Promotion Network Atlantic (CHPNA) is a not-for-profit cooperative of people from all over the Atlantic Region.

Atlantic Council for International Cooperation (ACIC)
www.acic-caci.org
info@acic-caci.org
125 South Knowlesville Road, Knowlesville, NB E7L 1B1
Ph: (506) 375-4795, Fax: (506) 375-4221
ACIC is a coalition of organizations, institutions, and branches of such working in the Atlantic Region, which are committed to achieving global sustainability in a peaceful and healthy environment, with social justice, human dignity, and participation for all. ACIC supports its members in international cooperation and education through collective leadership, networking, information, training and coordination, and represents their interests when dealing with government and others.

Mouvement Acadien des Communautés en Santé du Nouveau-Brunswick (MACS-NB)
www.crcp.nb.ca/macs
macsnb@nb.sympatico.ca
220, boulevard St-Pierre Ouest, pièce 215, Caraquet (NB) E1W 1A5
Tél./Ph: (506) 727-5667, Teléc./Fax: (506) 727-0899
MACS-NB is a provincial non-profit organization that aims at disseminating and coordinating the evolution of the healthy communities concept and implementing an exchange and mentoring network to support the healthy communities and organizations of Acadie NB

Women's Health Network, Newfoundland and Labrador (WHNNL)
whnmun@mun.ca
12th Floor Southcott Hall, 100 Forest Road, St. John's, NF A1A 1E5
Ph: (709) 777-7435, Fax: (709) 777-7434
The WHNNL is a partnership of individuals and organizations from varied backgrounds across the province working to improve women's health by providing opportunities for networking and sharing information, and conducting and supporting research on women's health issues.

New Brunswick Environmental Network (NBEN)
www.web.net/nben/enghome.htm
nben@nbnet.nb.ca
167 Creek Road, Waterford, NB E4E 4L7
Ph: (506) 433-6101, Fax: (506) 433-6111
The NBEN is a bilingual communication network of 70 non-profit citizen environmental groups from across the province. NBEN is a provincial affiliate of the Canadian Environmental Network. The role of the NBEN is to foster communication and co-operation among environmental groups, and between these groups and government departments.

Nova Scotia Environmental Network (NSEN)
www.web.net/~nsen/home/
nsen@web.net
P.O. Box 33070, Halifax, NS B3L 4T6
Ph: (902) 454-6846, Fax: (902) 454-6841
The NSEN is a society of individuals and organizations whose common purpose is the conservation and enhancement of the environment. NSEN is a provincial affiliate of the Canadian Environmental Network.

Newfoundland and Labrador Environmental Network
cbnlen@nfld.net
P.O Box 944, Corner Brook, NF A2H 6J2
Ph: (709) 634-2520, Fax: 709-634-2628
NLEN is a provincial affiliate of the Canadian Environmental Network.

Prince Edward Island Eco-Net
www.isn.net/~network
peien@isn.net
126 Richmond St. Charlottetown, PEI C1A 1H9
Ph: (902) 566-4170 Fax: (902) 566-4037
The Prince Edward Island Eco-Net de l'Ile-du-Prince-Edouard (PEIEN) is a nonprofit, non-governmental network of groups on Prince Edward Island who care about the environment. PEI-EcoNet is a provincial affiliate of the Canadian Environmental Network.

Newsletters/Listserves

Monitor
www.policyalternatives.ca/articles/sample.html
The Monitor is published 10 times a year by the Canadian Centre for Policy Alternatives. It covers issues relating to business, labour and government. Many articles from current and past issues are available free on the Centre's website.

Canadian Advocacy
Canadian Advocacy is a monthly, electronic newsletter designed to share information and ideas relating to public policy advocacy – primarily in the Canadian context. To subscribe to the newsletter, send an email to list@nald.ca. Leave the subject line blank and in the body of the email, type in Advocacy.

Books and Reports on Public Policy

Democracy and Work: Nonprofit use of Technology for Public Policy Purposes - December 1998.
www.ombwatch.org/ombpubs.html
An introduction and orientation to the varying uses of technology tools by a range of nonprofit organizations representing various issue areas. Seeks to provide a snapshot of how non profits utilize newer information technology tools to engage in public policy activities.

Grassroots Democracy: Local Government in the Maritimes
By Kell Antof and Jack Novack
This book defines the roles of different members of the staff and politicians of municipal government. It also discusses methods of public participation and talks about various relationships between municipalities and federal and provincial governments.

Capacity Building: Linking Community Experience to Public Policy
Julie Devon Dodd & Michelle Hebert Boyd, Population and Public Health Branch, Atlantic Regional Office, Health Canada, Halifax, NS, 20 pages. To obtain a copy, call (902) 426-2700
or e-mail pphatlantic-spsatlantique@hc-sc.gc.ca
This document describes the capacitites required on the part of the individual, the community and the government to work together in the development of public policy.

Public Policy Perspectives and Choices
Charles L. Cochran & Eloise F. Malone, 1995, McGraw Hill, Inc., Canada.
ISBN 0-07011528-1, 458 pages Price: $62.50 US
This book is divided into thirteen sections covering topics such as: basic concepts, methods and models, public choice, economics, crime, housing, education, health care, environmental policy and foreign policy. It also compares American public policy with that of other countries, including Canada.

Making Policy: A guide to the Federal Government's Policy Process
Glen Milne. Ottawa, 2001.
This is a continuously updated, 80 page 'insider's' guide describing the organization, responsibilities, processes, negotiations, documentation, decision-making, etc. of the federal policy 'marketplace'. Making Policy includes guidelines for influencing the policy agenda, making contributions to the development of policy and establishing the network of contacts and partnerships necessary to have a significant impact on policy. This is an expert's briefing document made easy to understand via diagrams, illustrative cartoons and simple text.

Environmental Health Risks and Public Policy: Decision Making in Free Societies
David V. Bates, 1994, University of Washington Press, USA.
ISBN 0-295-97337-4, 117 pages Price: $18.95 CD
This book examines five environmental-health hazards and the role of the media, scientists, industry, legislators, and the courts in relation to them in Britain, Canada and the USA. It also discusses problems and misunderstandings in public policy decision- making and concludes with recommendations for the future.

Cases in Public Policy Analysis Second Edition
George M. Guess & Paul G. Farnham, 2000, Georgetown University Press, USA.
ISBN 0-87840-767-7, 367 pages, Price: $43.50 CD
This book uses real examples to explore public policy. Issues examined include: problem identification and structuring, institutional impacts, options, pricing, cost-effectiveness, and more. Policy cases used highlight sensitive issues such as crime, tobacco, HIV/AIDS, air pollution and public transit.

Sustaining a Relationship: Insights from Canada on Linking the Government and the Third Se
Kathy L. Brock, Associate Professor, School of Policy Studies, Queen's University. This paper was prepared for presentation at the Fourth International Conference of the International Society for Third Sector Research, 2000. Price: Free. To download, see:
www.policy.queensu.ca/sps/ThirdSector/Papers/Sustaining_a_relationship.htm

Cabinet Decision-Making in Canada: Lessons and Practices
Mark Schacter with Phillip Haid, 1999, The Institute on Governance, Ottawa, Canada.
ISBN-894443-01-2, 44 pages, Price: Free. To download, see
www.iog.ca/publications/cabinet2.pdf
This document examines the history of cabinet decision-making, the cabinet itself and its committees, the privy council office, policy implementation, the deputy minister, and more.

Public Policy in Canada: An Introduction 3rd Edition
Stephen Brooks, 1998, Oxford University Press, Canada.
ISBN 0-7656-0080-3, 164 pages, Price:$29.95 CD.

1. **Policy Research Initiative (PRI)**
www.policyresearch.gc.ca/index_e.htm
The PRI is focusing on North American Linkages, Social Cohesion and Sustainable Development. The PRI seeks to increase the capacity of the Government of Canada to identify, understand and address the longer-term policy issues facing Canada and Canadians.

2. **Public Policy in Canada: An Introduction**, Stephen Brooks, McClelland & Stewart Inc., Toronto, Ontario, 1989.
A basic text on the process of developing public policy in Canada. Discusses what governments do, why and with what consequences. Emphasis is placed on the economic factors that contribute to conflict in the policy arena.

3. **Cabinet Decision-Making in Canada: Lessons and Practices: Institute on Governance**,
Mark Schacter, Policy Brief No. 1: April 1999.
An analysis of key elements of the cabinet-level decision-making system in Canada.

4. **Public Policy Making: Process and Principles**, Larry N. Gerston, M.E. Sharpe, New York, 1997.
This book discusses the issues, actors, resources and institutions involved in public policy making. It provides details on aspects of the public policy development process: triggering of issue awareness; formation of the policy agenda; the key factors which place an issue on the agenda; and implementation - how policy is translated into action.

5. **Public Policy and Public Participation: Engaging Citizens and Community in the Development of Public Policy**,
Bruce L. Smith, Health Canada, Atlantic Region, 2001, draft workbook. A workbook developed to help public servants understand the policy development process and how to maximize the involvement of citizens and community.

6. **Constructive Citizen Participation**, Desmond Connor, Connor Development Services, Victoria, B.C.
This workbook uses a lot of examples and case studies to explain concepts of public consultation and citizen participation.

7. **Policy Statement on Citizen Engagement**, Privy Council Office, May 2000.
This policy statement sets the direction for the way in which federal departments and agencies develop processes for citizen and community participation. Emphasis is placed on the direct connection between government and individual citizens.

8. **A Guide to Public Involvement**, Z764-96, Canadian Standards Association, 1996.
This is a comprehensive guide to the planning, development, implementation and evaluation of public participation processes. The guide details an interactive linear process - the reader can develop a public participation plan by answering the questions posed by the guide.

9. **Cracking Open the Consultation Process**, A Report from the Pearson-Shoyama Institute, People and Government Series, 1995.
The Pearson-Shoyama Institute addresses issues relevant to consultation, citizen participation and the role of interest groups in the development of government policy. This report is the result of a Round Table discussion. It maps new ways of consultation by government, on how individuals and interest groups can participate in public debate and advocacy.

10. **Glossary of Terms**, Privy Council Office, Government of Canada.
www.pco-bcp.gc.ca

11. **Participation in Politics: The Dynamics of Agenda-Building**, Roger W. Cobb and Charles D. Elder, Baltimore, John Hopkins Press, 1972 (page 142).

12. **Canada's System of Justice**, Justice Canada. January 14, 1993.
www.canada.justice.gc.ca/en/dept/pub/just/index.html.
This booklet provides a brief outline of Canada's system of law and justice.

13. **Canadian Justice System**, Justice Canada.
www.canada.justice.gc.ca/en/jus/index.html
This site provides quick access to primary federal legal information (Statutes and associated Regulations), including Constitutional documents.

14. **Managing Horizontal Policy Issues**, Task Force on Horizontal Issues, December 1996.
This paper documents the context, establishes the need and describes the challenges associated with public policy coordination within the federal government.

15. **A Brief Guide to Understanding Public Policy Development**, Rural Communities Impacting Policy, 2002.
This paper provides a brief overview of the policy-making process - highlighting what policy is, the key players, timeframes, and steps which community groups can take to influence policy.

16. **Canada's Court System**, Ralph Dean, Department of Justice Canada, 1994. www.canada.justice.gc.ca/en/dept/pub/trib/index.html
This publication provides and overview of the Canada's court system.

17. **Cabinet Decision-Making in Canada: Lessons and Practices: Institute on Governance**,
Mark Schacter, Policy Brief No. 1: April 1999. IBID.

18. **The Public Works Function in Canadian Jurisdictions, October 1998, A report by The Institute On Governance, Ottawa, (613) 562-0090**, www.pwgsc.gc.ca/rps/inac/docs/docs_governance_7.3/docs_governance_juris-e.pdf
The purpose of this paper is to describe the legal and regulatory relationship between provincial governments and municipalities in Canada in the areas of land use planning, building codes, roads and bridges, parks and recreational facilities, water and sewage systems, and solid waste collection and disposal.

19. **Aboriginal Self-Government, Indian and Northern Affairs**, 1997. www.ainc-inac.gc.ca/pr/info/info105_e.html
This website is about Aboriginal self-government; the history, it's re-establishment, the principles, and some definitions.

20. **The Foundations of Policy Analysis**, Garry D. Brewster and Peter deLeon, Brooks/Cole Publishing Company, Pacific Grove, California, 1983.
A graduate level university text that details a systematic approach to problem-oriented, multi-method, comprehensive and human-centered public policy analysis.

21. **The Policy Process: an overview**, Rebecca Sutton, Overseas Development Institute, London, 1999.
This paper offers an introduction to analysis of the policy process. It identifies and describes theoretical approaches in political science, sociology, anthropology, international relations and management.

22. **Group Politics and Public Policy**, Paul A. Pross, Oxford University Press, 1986.
This book discusses participation of interest groups and sectoral representation in Canadian public policy. It describes the differences between spatial and sectoral representation, and the key internal characteristics that define interest groups.

23. **Understanding the Link Between Research and Policy**, Rural Communities Impacting Policy, 2002.
www.medicine.dal.ca/ahprc/rcip/

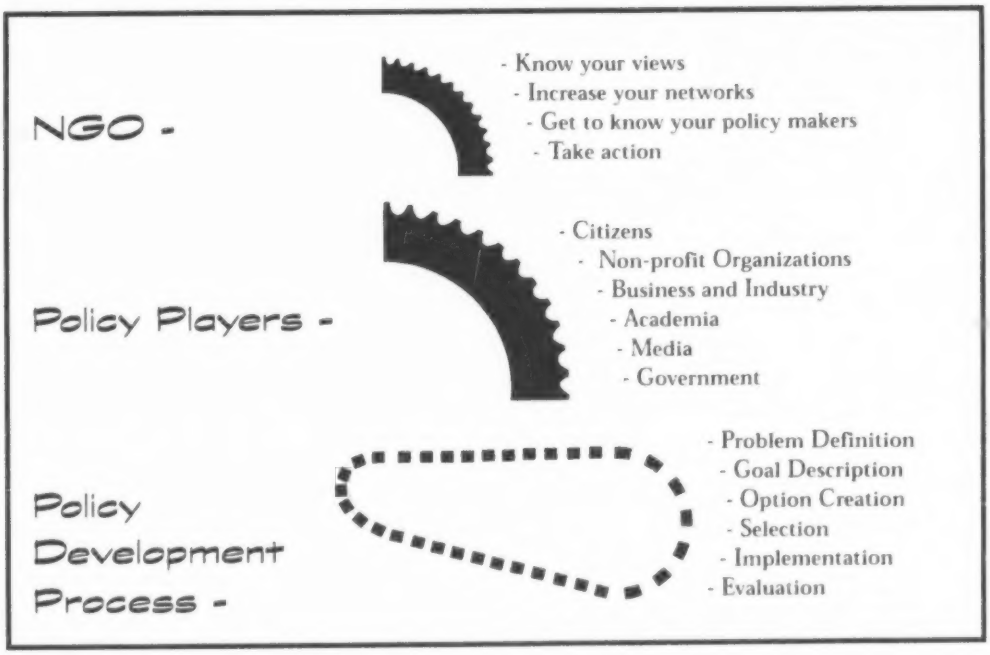
24. **Dialogue and the Art of Thinking Together**, William Isaacs, Doubleday, NY, 1999.
This book provides detail on listening and voicing, and into why some communication does not work, as well as providing a road map for productive communication. It combines theory with concrete description and practical tools, advice, and case studies.

25. **The Community Foundation**, www.cfgnh.org/focus6.html
The Community Foundation seeks to build on the strengths and assets of nonprofit organizations and neighborhoods by providing a comprehensive capacity-building program.

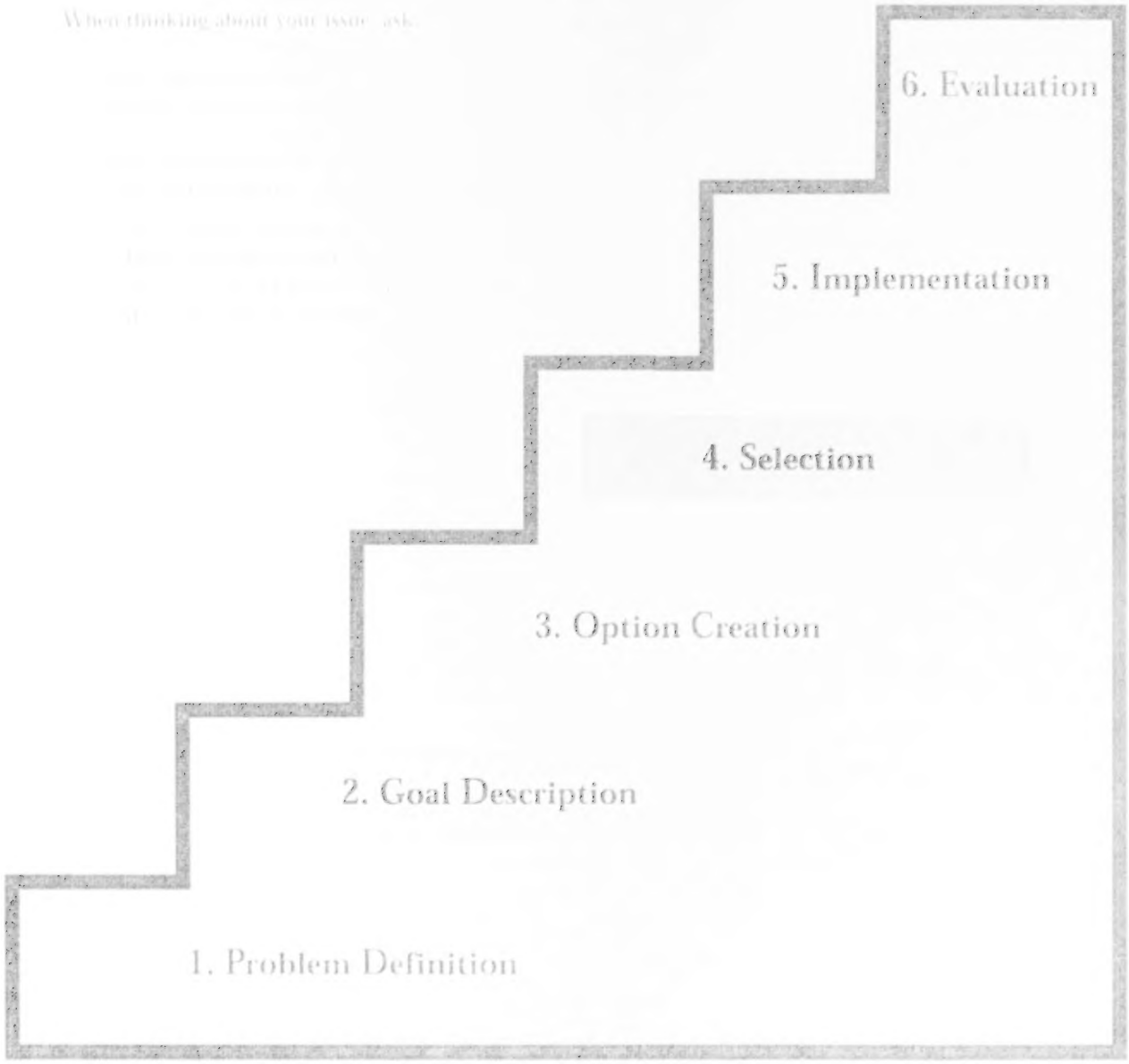
26. **Challenges and Barriers to Community Participation in Policy Development**, Rural Communities Impacting Policy, 2002.
Rural policy development is a complex process with many challenges and barriers faced by both communities and government. This document suggests that ways to address these barriers and challenges may be most effective when communities and government work together in partnership.

Appendix A

Public Policy Development Process



Policy Development Steps



Policy Development Steps

When thinking about your issue, ask:

1. What step is the government at? (Identify which government)

2. What strategy does your group need to take to participate?
   a) Do you know your view?
   b) Have you built your networks?
   c) Do you know the policy makers?
   d) If so, what actions should be taken?